



**TECHNICAL EXPERTS GROUP MEETING ON
THE PHASE OUT OF LEADED GASOLINE IN
SUB-SAHARAN AFRICAN COUNTRIES**

**Bamako, Mali
27 – 29 March 2003
Sponsored By: Government of Mali
Facilitated By: UN Environment Programme**

TABLE OF CONTENTS

1 SUMMARY	3
1.1 INTRODUCTION	3
1.2 OBJECTIVES OF THE MEETING	3
1.3 ORGANISATION OF THE MEETING	3
1.4 OUTCOME OF THE MEETING	3
2 BAMAKO PROGRAMME OF ACTION	5
3 PRESENTATIONS	6
3.1 KEYNOTE SPEECH	6
3.1.1 SECRETARY-GENERAL OF MALI MINISTRY OF ENVIRONMENT	6
3.1.2 UN-HABITAT	6
3.1.3 UNEP	7
3.1.4 MINISTER FOR ENVIRONMENT - MALI	8
3.2 BACKGROUND ON LEAD PHASE-OUT (UNEP)	9
3.3 SUB-REGION PRESENTATIONS ON PROGRESS	10
3.3.1 WEST AFRICA	10
3.3.2 EAST AFRICA	10
3.3.3 SOUTH AFRICA	11
3.4 WORKING GROUP PRESENTATIONS	11
3.4.1 INFORMATION DISSEMINATION STRATEGY	11
3.4.2 INSTITUTIONAL, LEGAL, REGULATORY AND OPERATIONAL ACTIVITIES	15
3.5 CLOSING REMARKS	15
4 AGENDA	16
5 LIST OF PARTICIPANTS	18

1 SUMMARY

1.1 INTRODUCTION

More than thirty experts, representing all the regions of the sub-Saharan African (SSA) countries met in Bamako, Mali, from 27-29 March 2003 as a follow-up meeting to the Dakar Conference, the World Summit on Sustainable Development (WSSD), and sub-regional workshops on phasing out lead in gasoline by 2005. The experts were drawn from government, the private sector, and civil society.

The meeting was sponsored by the Government of Mali and facilitated – by way of technical support – by UNEP, which also houses the Clearing-House of the Partnership for Clean Fuels and Vehicles.

1.2 OBJECTIVES OF THE MEETING

The objectives of the meeting were to:

- bring together technical experts from SSA countries to evaluate progress made in the various sub-regions towards phasing out of leaded gasoline; and
- draw up a programme of action with a specific timeframe, toward phasing out leaded gasoline in the continent.

1.3 ORGANISATION OF THE MEETING

National and regional presentations were made on progress achieved thus far on phasing out of leaded gasoline. UNEP provided a background on the technical reasons why there was a need to phase out lead in gasoline.

Keynote presentations were made by the Mali Ministry of Environment and UNEP, which were in regard to the objectives and importance of the workshop. The Ministers for Environment, Energy, and Information were present, together with representatives of the Mayor of Bamako during the opening and closing ceremonies.

Participants formed three working groups to discuss different topics that were subsequently presented to the workshop for consideration. This culminated in the ***Bamako Programme of Action***, comprised of an action plan on the way forward and the establishment of an Implementation Committee.

1.4 OUTCOME OF THE MEETING

It was observed that Governments had to commit to the initiative by proposing dates for the phase-out if the target of 31 December 2005 is to be achieved. It was further noted that countries that imported refined

products could switch to unleaded fuel faster than those that had refineries, as some of these would need to be upgraded first.

It was noted that regions needed to draw up strategic action programmes with target dates if the initiative is to succeed, and it was agreed that these programmes will be drawn up by end of 2003. UNEP would support these action plans through the Clearing-House of the Partnership for Clean Fuels and Vehicles.

It was further noted that there was need to carry out a clear sensitisation programme targeting the policy makers, parliamentarians, governments, oil companies and the public, to facilitate the switch over to unleaded gasoline. It was proposed that funds be sourced from various support groups for the campaign, which would predominantly be through the media. Advertisements would be prepared in three languages – English, French and Portuguese – to effectively cover all the sub-regions. It was estimated that each country would require approximately US\$100,000 for this purpose.

The experts prepared a programme of action that also established a small group from among them, the Implementation Committee, which would follow-up on the agreed action plans in the various regions in addition to offering expertise to the sub-regions on various issues. The

Implementation Committee would also serve as the co-ordination body of the various sub-regions. The composition of the Committee was drawn from private sector, government and civil society:

1. Mr. Yigzaw Mekonnen – Co-ordinator and representing East Africa and Government
2. Mr. Stuart Rayner - Assistant Co-ordinator and representing South Africa and Private Sector
3. Mr. Abdoulaye Sy - West Africa
4. Mr. Traoret Lambert - Central Africa
5. Prof. Amadou Diouf - Civil Society/Academic
6. Mr. E. Quartey - Oil Company

The meeting recommended that a programme of activities covering the period 2003-2004 be drawn up, and to include measurable targets and timeframes. The Committee would be crucial in identifying countries that could easily switch over to unleaded gasoline, drawing up programmes to facilitate such changeovers, and also specifying those countries that need additional investment to allow for such changeover. The Committee would also circulate relevant information to the experts.

The need for sensitisation campaigns through the facilitation of UNEP on the danger of leaded gasoline was noted. These campaigns could include regional bodies such as the African

Union, ECOWAS, NEPAD, EAC, SADC, etc.

The meeting recommended a sub-regional approach to the initiative, given the linkages in supply of petroleum products across countries. The need for political will in the region was further emphasised. It was proposed that Heads of State could make a declaration during the next African Union meeting regarding the initiative. It was also proposed that one of the themes for the African or World Environment Day could be based on cleaner fuels (lead phase-out).

2 BAMAKO PROGRAMME OF ACTION

Thirty experts representing the sub-regions of Sub-Saharan African (SSA) countries met in Bamako, Mali from 27-29 March 2003 to:

- Discuss the progress made by the various sub-regions regarding phase out of leaded gasoline;
- Identify national/regional specific problems; and
- Draw up concrete, implementable action plans for the next two years (2003-2004) aimed at phasing out lead in gasoline.

The experts comprised representatives from government, private sector and civil society.

The experts agree that:

1. There are no technical reasons for the continued use of leaded gasoline. It is further noted that leaded gasoline has serious effects on health of urban residents, especially children, while the benefits of unleaded gasoline in terms of reduced vehicle maintenance costs are clear.

Based on the above facts, countries should, as a matter of urgency, phase out the use of leaded gasoline as per Dakar/WSSD decisions.

2. Unleaded gasoline can be introduced successfully as evidenced by experience worldwide and some countries in Africa.

3. The experts will support the development of action plans for each sub-region before the end of 2003.

4. They will call upon political leaders and decision-makers within SSA countries to commit themselves to fully support the implementation of the agreed action plans.

5. An Implementation Committee will be set up, comprising of six members from the following organisations:

- a. The vehicle manufacturing sector
– Mr. Stuart Rayner
- b. Oil company – Mr. Quartey

c. Civil society – Prof. Amadou Diouf

d. Sub-regions:

- West Africa – Mr. Abdoulaye Sy
- Central Africa – Mr. Traoret Lambert
- East Africa – Mr. Yigzaw Mekonnen
- South Africa – Mr. Stuart Rayner

to provide expert advice to countries/regions in developing, implementing and monitoring action plans.

6. The co-ordinator of the Implementation Committee is Mr. Yigzaw Mekonnen, who will be assisted by Mr. Stuart Rayner.

7. The Implementation Committee will work closely with the Partnership for Clean Fuels and Vehicles to support the development, implementation and monitoring of national/regional actions plans.

8. There is need for a follow-up meeting of Ministers and Mayors of capital cities within SSA to support the implementation of agreed action plans toward the end of 2003.

9. The Clearing-House of the Partnership requests the African Union to adopt the theme “**Phasing out of leaded gasoline**” during the next African Environment day.

3 PRESENTATIONS

3.1 KEYNOTE SPEECH

3.1.1 SECRETARY-GENERAL OF MALI MINISTRY OF ENVIRONMENT

The Secretary-General thanked participants for availing themselves for the Workshop, despite the short notice the Ministry had given them and also taking note that the country was landlocked, hence provided travel challenges.

He stated that the topics to be discussed by the experts were pertinent as environment and poverty and lead phase-out in gasoline were interlinked. He noted that most of the cars imported into the country originated from France, where lead has already been phased out. He observed that poverty was a common phenomenon in all African countries, hence the need to employ additional resources to eradicate poverty.

He informed the experts that the Government was scheduling a meeting of Ministers for Environment later in the year (December 2003 – January 2004) to discuss the issue of waste management.

3.1.2 UN-HABITAT

The representative from UN-Habitat informed participants that he was attending the meeting to share with

the experts UN-Habitat's programme on Urban Environmental Planning and Management. The workshop on Environment and Poverty was critical for UN-Habitat due to its linkage with the Sustainable Cities Programme. The organisation was focusing on cities – especially those in Africa – as lack of proper management systems had been identified as the biggest hindrance for these cities towards attainment of sustainable systems. He thanked the Government of Mali and UNEP for initiating and hosting the Workshop.

3.1.3 UNEP

The representative from UNEP thanked the Minister for Environment and the Government of Mali for hosting and funding the Workshop, which had two objectives: to phase out lead in gasoline; and to eradicate poverty and address its linkage with environment. A background on the status and information on the dangers and benefits of leaded and unleaded gasoline was presented.

The representative informed the meeting that following the WSSD meeting in Johannesburg, South Africa, a Partnership was agreed involving UNDP, the World Bank, automobile manufactures, oil companies, NGOs, Governments and donor countries. The Partnership held a meeting in New York in November last year and it was decided that UNEP would host the Clearing-

House for the Partnership. It was on the behalf of the Partnership that UNEP was backing the Government of Mali in hosting the meeting.

The main objective of the meeting in regard to lead phase-out was to note the progress made so far by the various sub-regions within SSA and identify key measures to facilitate lead phase-out in gasoline by 31 December 2005. He pointed out the need for a regional approach to lead phase-out, as most countries were interlinked and needed a common approach to be able to phase-out lead in gasoline.

He informed members that following the November meeting of the Partners, the issue of sulphur in diesel was raised and the mission statement of the Partnership was clear: after phasing out lead, sulphur in diesel would be the next issue, since there was need to prioritise actions taken.

He pointed out that phase out of lead in gasoline was important as statistics had shown that there have been approximately 13 million deaths that can be linked to lead in gasoline, while each year an additional one million deaths are recorded. This means that if countries do nothing, the number of deaths from lead in gasoline will increase. Lead has been known to reduce the IQ of children, in addition to the negative health effects on both adults and children.

He further informed the meeting that lead reduction in gasoline is under focus because current technological advancement allows for lead phase-out in gasoline with no technical problems.

He told the meeting that at the end of the Workshop, it was expected that a programme of activities will be developed and presented to the various countries/sub-regions to enable decision making and follow-up of the activities within the proposed timeframe covering the period 2003-2004.

Besides lead, he informed participants that there was the problem of poverty, which is the society's cancer of the 21st century. He emphasised that poverty is measured by well being, and not by money, because in Africa, well being tends not to be measured in terms of money – many people earn from the environment. He further noted that there was a need for the environment to be brought to the centre of poverty eradication.

He informed the experts that the workshop had been scheduled in Mali as the Minister for Environment had shown his commitment to the issues being discussed at a meeting of 150 Ministers held earlier in Nairobi. He noted the commitment of the new Malian Government to make a difference, which was evidenced by the participation of two Ministers for Environment and Mines, Energy and

Water and a representative of the Central Mayor in the opening ceremony.

3.1.4 MINISTER FOR ENVIRONMENT - MALI

The Minister welcomed the experts to the country and thanked them for attending the Workshop, despite the short notice. The meeting had been conceived after one that had been held in Nairobi about a month ago. He told the experts that the Malian Government has the political will to make environment an essential part of development. He observed that the theme of the Workshop had been carefully selected to show the importance of the topics under discussion. He noted that degradation and bush fires had been a problem for Mali for some time, but that the new Government was committed to reversing this situation. He informed participants that Mali had ratified all international conventions on environmental issues. There was a need for concerted effort by all stakeholders if there were going to be a difference, as Governments are not capable of dealing with environmental issues on their own.

He noted that all citizens had a right to a clean and safe environment but since our countries are poor, there is a budgetary constraint toward the achievement of the same.

He noted that lead phase-out was possible through changes in the legal and regulatory systems and also through international competition. He observed the need for exchange of information by the experts that would result in proposals on how to curb the challenges being discussed in the meeting.

He informed the experts on the need to learn from others, for example, on biodiversity, which was important for sustainability. The poor have to be given an option to preserve the environment. He observed that Kenya was earning from preserving the environment in terms of biodiversity and tourism while Namibia had an ecosystem more affected than Mali. He informed participants that the Government was committed to providing 85% of citizens with drinkable water by 2015.

He encouraged the experts to endeavour to make a difference in preserving the environment. This would have a positive effect on health, especially that of children. He pointed out that this was one of election commitments by the Head of State, hence he expressed confidence that it would succeed.

3.2 BACKGROUND ON LEAD PHASE-OUT (UNEP)

Mr. Kante informed the experts that currently, close to 90% of gasoline

sold worldwide was unleaded. The price of unleaded gasoline was cheaper due to the high premiums vessels carrying leaded fuel were charging and also due to the fact that the lead (TEL) added to gasoline is not freely available.

He stated that for catalytic converters installed in vehicles to function properly, the vehicles had to use unleaded gasoline. Catalytic converters were essential, as research had shown that they led to a reduction in exhaust pollution by up to 95% or higher. He noted that many second-hand cars imported into Africa were fitted with catalytic converters that had been destroyed by use of leaded fuel. New vehicles currently manufactured were not being installed with catalytic converters, as manufactures were aware that leaded gasoline is sold in these countries. He observed that the sale of two grades of gasoline, that is, leaded and unleaded at the same time – such as in countries like Kenya – was not desirable, as it was easy to intermix the gasoline and thereby destroy the catalytic converters.

He pointed out that all vehicles manufactured after 1985 – whether European, American or Japanese – were designed to utilise unleaded gasoline, thus there was no danger of value seat recession (VSR). He informed participants that his vehicle, which was a 1984 model, uses unleaded fuel with no technical

problems. He noted that research had shown that pre-1984/85 cars only got damaged from VSR after driving for four or more hours at speeds of 120 km/hr, which was not probable in the SSA region. So far, no country had reported any cases of VSR since unleaded fuel was introduced in other parts of the world. This has led experts to concur that there were no technical problems for old cars using unleaded gasoline; in addition, there were reduced maintenance costs associated with the use of unleaded gasoline.

3.3 SUB-REGION PRESENTATIONS ON PROGRESS

3.3.1 WEST AFRICA

Workshop participants were informed that presently, no country in West Africa had introduced unleaded gasoline. The representative from Benin informed the meeting that Benin was landlocked and imported 80% of its gasoline from Nigeria, and therefore its unleaded programme is dependent on Nigeria converting to unleaded gasoline. As Nigeria has a refinery, the upgrade of the refinery was essential to switch to production of unleaded gasoline.

Both Mali and Mauritania were also dependent on transit countries to establish infrastructure that enabled them to import unleaded fuel. Mali

was mainly supplied fuels through Senegal, Togo and Côte d'Ivoire, which were still using leaded gasoline.

Ghana had indicated that they would phase out lead in gasoline by June 2003 after upgrading its refinery.

This justified the need for a regional approach in the phase out of leaded gasoline. There was a need for landlocked countries to insist that receiving ports establish infrastructure that permitted import and transit of unleaded gasoline. Research on lead levels to explore the impact of switching to unleaded fuel would need to be undertaken.

Prof. Diouf also gave a presentation on follow-up activities that the AFRICACLEAN network of experts within the continent was undertaking. Two importing countries, Tanzania and Ethiopia, had been studied and the findings would soon be published. He informed participants on the need to subdivide the countries into those with refineries and those without, as well as those landlocked as opposed to those with ports.

3.3.2 EAST AFRICA

The meeting was informed that Ethiopia did not have a refinery and imported the bulk of their gasoline requirement from Sudan. Since Sudan already produced unleaded gasoline, Ethiopia was also marketing unleaded gasoline and had been using gasoline

with very little lead content (0.09) for the last two years.

It was observed that Kenya had a refinery that was still producing leaded fuel. However, the refinery produced 50% of what was required domestically, thus the remaining 50% was imported as unleaded. The country had already put up infrastructure to handle unleaded imports and to distribute the same inland. Presently unleaded fuel was available throughout the country. If the neighbouring countries of Uganda, Tanzania, Rwanda, Burundi and the Democratic Republic of the Congo were to go unleaded, Kenya would be able to supply them. The Government was contacting these countries with a view to having their concurrence on moving towards use of unleaded fuel. The Government of Kenya was also in the process of reviewing the economic viability of the refinery, which would enable a decision to be made regarding its future – that is, if it ought to be upgraded or converted into an import handling facility. The Government has committed to make a decision before the end of the year-2003. The UN office in Nairobi has switch to unleaded gasoline.

3.3.3 SOUTH AFRICA

South Africa had six refineries that needed upgrading to be able to make unleaded gasoline, but the Government had indicated that the

country would go unleaded with effect from 1 January 2006. Presently, South Africa, Botswana, Lesotho, Mozambique, Namibia, Swaziland and Zimbabwe were offering unleaded in their retail markets in addition to leaded gasoline. Mauritius had fully moved to marketing of unleaded gasoline. It was pointed out that the commitment by the respective Governments on a specific date for lead phase-out was crucial for the programme.

3.4 WORKING GROUP PRESENTATIONS

3.4.1 INFORMATION DISSEMINATION STRATEGY

SENSITISATION AND PUBLIC AWARENESS CAMPAIGN TO PHASE OUT LEAD IN FUEL

Goal: To improve and protect air quality, and to facilitate the lead phase-out plan in order to reduce lead exposure and protect public health.

Overall Objectives:

1. To sensitise and create awareness on health risks of car generated air pollution, lead in fuel, as well as on impacts of the phase out and successful phase out programmes.
2. To involve and empower the public to enable them participate in initiatives/interventions towards the prevention and management of air

pollution and the implementation of a lead phase out plan.

Outputs:

1. Enhanced civil society, government and parliamentary understanding of the health risks due to lead exposure and benefits of the phase out plan for effective decision making.
2. Public acceptance of the new fuel as a positive factor that improves air quality and thereby protects public health.
3. Civil society and local communities involved in the phase out plan and participating in initiatives to improve air quality management and control.
4. Education materials for priority issues and messages for lead phase out and development of an air quality public education/awareness strategy.

Target audience:

Government, parliament, commercial entities, transport unions, consumer groups, mechanics, street people/traders, schools, public interest groups, general public, mass media.

Partners

NGOs and research institutions, development partners, regulatory agencies, media companies, oil refineries and supply companies.

Total Budget for 3 years - \$

OUTPUT 1: Government, parliament, and civil society understanding of the health risks of exposure to lead and of benefits of the phase out plan, toward effective decision making and informed choices			
No.	Specific Objectives	Activity Details	Budget 2002-2005
1.1	Identify and engage the main stakeholders and partners in air quality management and the lead phase out plan (local steering committee in each country)	<ul style="list-style-type: none"> • Invite govt. and parliament, civil society, commercial and transport groups, and communities affected to introduce the project and be part of a local steering committee or advocacy group, set up to oversee the project • Facilitate quarterly meetings to deliberate on issues 	
1.2	To conduct a situational analysis and develop a database on available information	<p>Conduct a country-wide participatory survey on relevant behaviours and public perception on the health risks and benefits of the phase out</p> <ul style="list-style-type: none"> • Inventory/review of research and information available on health impacts of lead, lead phase out profile in SSA and other countries 	
1.3	Formulation and implementation of a public awareness and communication plan for 2003-2005. (target groups and development of materials.)	<p>Organise consultative workshops to feedback information from the baseline.</p> <p>Develop plan and distribute the materials to major stakeholders/partners.</p>	
		<p>Coordinate with Ministries of Energy, Environment, Transport Interior and Health and other local committees/stakeholders on:</p> <ul style="list-style-type: none"> • Materials, methods and type of media to be used • Costs • Timing <p>Actively collaborate with other organisations doing education and awareness programmes, research on air quality management and leaded fuel phase out</p>	

OUTPUT 2: Public acceptance of the new fuel as a positive factor that improves air quality and thereby protects public health			
No.	Objectives	Activity Details	Budget
2.1	Disseminate information on national strategy and phase out plan.	<ul style="list-style-type: none"> Organise consultative workshops to disseminate information on the national phase out plan and to access audience needs and an indication of preferred communication methods to facilitate acceptance of the new fuel and to dispel myths, fears, etc. 	See Objective 1.3 – might be a combined activity
2.2	Launch national phase out plan of action	<ul style="list-style-type: none"> Select major urban centres and identify collaborators and or partners for training on the information package 	
OUTPUT 3: Education and public awareness materials and messages on the importance of phasing out leaded gasoline in Africa and on the attendant public health benefits			
3.1	Develop a persuasive communication strategy and select media for mass communication <ul style="list-style-type: none"> Develop materials for dissemination to identified target groups Materials development and production 	<ul style="list-style-type: none"> Prepare TOR and issue contract for materials development and dissemination Develop/adapt critical messages, pre-test and proceed with mass production – (posters, leaflets, brochures and TV and radio advertisements on the importance of phasing leaded gasoline) Produce and distribute materials Produce more materials Initiate mass communication and information dissemination programme, which should include schools. Use selected communication channels under mass and little media (radio, TV, newspapers, flip charts, group discussions, audiovisuals, video documentary, etc.) 	
	TOTAL		

3.4.2 INSTITUTIONAL, LEGAL, REGULATORY AND OPERATIONAL ACTIVITIES

The working group presented on the institutional, legislative, technical and operational issues that needed to be considered. On the operational issues, storage facilities available in the countries need to be reviewed. Other issues for consideration include refinery options and upgrading alternatives.

The institutions that will be key players are to be identified, including the private sector, government and civil society. The legal and regulatory framework will also need to be identified.

Specific timeframes and cost were proposed.

3.5 CLOSING REMARKS

Mr. Bakary Kante welcomed the Ministers for Environment and Information to the closing ceremony. He told them that the experts had reached a consensus on the lead phase-out programme, which had culminated into the ***Bamako Programme of Action***. The Programme sets out activities and an Implementation Committee to monitor and report on progress. A vote of thanks by one of the experts was given to the Government of Mali for hosting the

meeting and the hospitality shown to the participants.

The Minister for Environment thanked the experts again for attending the meeting and for the recommendations. He noted that for the first time, experts had taken the initiative without the politicians. He noted that NEPAD had agreed to phase out lead in SSA by 2005 and countries had to comply. He observed that the introduction of unleaded gasoline in the region could lead to positive health effects, especially for young people.

With regard to poverty, he noted that decentralisation was a good strategy and added that the links between poverty and the environment were implicit, which meant that we had to take more care of our environment. He thanked UNEP for providing an opportunity to exchange information/expertise within the region and hoped that the workshop would lead to positive change in poverty eradication and environmental issues and the phasing-out of lead in gasoline.

He urged the Minister for Information, who was present, to help in disseminating information regarding both issues, which would bring a change.

4 AGENDA

Chairman - Mr. Bakary Kante
Moderator - Mr. Yigzaw Mekonnen
Rapporteur - Ms. Jane Akumu

Thursday, 27 March 2003

- 11.00 – 11.10 **Opening remarks** by Mr. Bakary Kante, Director, Division of Policy Development and Law, UNEP
- 11.10 – 11.20 Remarks by Ms. Ane Marie Skjold, Adviser, Ministry of Foreign Affairs, Norway
- 11.20 – 11.40 Remarks by the Mayor of Bamako
- 11.40 – 12.00 Welcome statement by the Minister of Environment, Mali
- 12.00 – 12.15 Break**
- 12.15 – 13.00 Discussion and adoption of the agenda for the Technical Expert Group Meeting
- 13.00 – 14.00 Lunch Break**
- 14.00 – 16.30 Afternoon Session – General introduction to topics and organisation of work
- 14.00 – 14.20 General introduction of poverty and environment
- 14.20 – 14.50 General introduction to phasing out of leaded gasoline
- 14.50 – 15.10 Coffee break**
- 15.10 – 16.30 Discussion on the programme of the coming days (separate sessions for phasing out of leaded gasoline and poverty and environment) on: organisation of work; presentations; working groups; desired outcome of the technical expert group meeting.

Friday, 28 March 2003

- 09.00 - 09.20 Welcome and introduction of the phasing out of leaded gasoline in Sub-Saharan Africa.
- 09.20 – 09.40 Consultant/expert; technical introduction (a detailed introduction to environmental, health, economic, technical aspects)
- 09.20 – 10.00 Present situation globally (UNEP) (WSSD – The global partnership situation and initiatives in other parts of the world)
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- 10.00 – 10.20 Present situation in SSA on phasing out of leaded gasoline
- 10.20 – 10.50 Coffee break**
- 10.50 – 12.30 Presentations of experts from the following sectors:
- Governments
- Private sector
- Civil society
- 12.30 – 14.00 Lunch break**
- 14.00 – 15.00 Presentation of case studies from outside and within SSA
- 15.00 – 15.20 Coffee break**
- 15.20 – 17.00 Start of working groups on each technical issue to address fuels issues (octane, lead replacement), vehicles (valve seat, vehicle population in SSA) and information/communication (introduction of campaigns, need for awareness and training, etc.)

Saturday, 29 March 2003

- 09.00 – 10.30 Continuation of working groups
- 10.30 – 10.50 Coffee break**
- 10.50 – 12.30 Working groups report: presentation, discussion and adoption of the recommendations of working groups
- 12.30 – 14.00 Lunch break**
- 14.00 – 14.20 Presentations on the outcomes on phasing out of leaded gasoline in SSA
- 14.20 – 14.50 Presentation of outcomes of poverty and environment
- 14.50 – 15.00 Closing statement of Malian host
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5 LIST OF PARTICIPANTS

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